CHAPTER 4

REGIONAL LAND USE CONCEPT AND TRANSPORTATION LINKAGES

INTRODUCTION

This chapter discusses three main topics: the Regional Land Use Plan, the Assessment of Development Practices, and Access Management. The Regional Land Use Plan is a picture of the regional land development patterns in the area. The Regional Land Use Plan is a response to the requirements of the Growth Management Act. The Regional Land Use Plan illustrates local land use decisions that were made in the city, county and tribal comprehensive plans adopted under the Growth Management Act. . This Plan is intended to reflect a general pattern of land use classifications and to create a regional land use context for transportation decisions in the PRTPO area.

The second section of this chapter is the Assessment of Development Practices. This section meets the state requirements outlined in the RTPO Planning Standards and Guidelines, (RCW 47.80.020) and its supporting administrative codes. This legislation calls for a "general retrospective discussion of current land uses and transportation patterns and their relationship to the regional vision..."[1] and a review of current and projected development patterns.

The third and final section of this chapter focuses on Access Management. Washington State has established access management requirements for interstates, highways, principal and minor arterials. These requirements and the applicable routes are described. The description provides an overview for the PRTPO to plan for appropriate transportation improvements along the various routes in the region.

REGIONAL LAND USE CONCEPT

Background

The PRTPO regional land use plan is a first step in coordinating the regional transportation system with local comprehensive land use plans consistent with GMA. To this end, the thirteen GMA planning goals are restated as an integral part of the regional land use concept.

[1] Chapter 468-86-WAC, RTPO Planning and Standards, Draft, page 8.

1. **Urban growth:** Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

2. **Reduce sprawl:** Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

3. **Transportation:** Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

4. **Housing**: Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of housing densities and housing types, and encourage preservation of existing housing stock.

5. **Economic development:** Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

6. **Property rights:** Private property rights shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

7. **Permits**: Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

8. **Natural resource industries:** Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

9. **Open space and recreation**: Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

10. **Environment:** Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

11. **Citizen participation and coordination:** Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

12. **Public facilities and services:** Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

13. **Historic preservation:** Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

As emphasis increases in establishing the Growth Management Act as the "integrating framework" for all land use planning. It is intended that the regional land use concept will strive to implement not only the 13 GMA planning goals but also ensure state guidelines of the Shoreline Management Act are met in the planning and implementation of proposed transportation systems.

Regional Land Use

One of the major tenets of the Growth Management Act (GMA) is transportation and land use are fundamentally linked together and cannot be separately planned. In addition, transportation plans must be coordinated at a regional level, so regional facilities are treated consistently across jurisdictional lines. Because of this commitment to consistency and to land use and transportation linkages, the Peninsula Regional Transportation Planning Organization (PRTPO) has developed a regional land use concept that serves as the basis for the regional transportation plan.

This land use concept plan is a picture of the regional land development pattern that incorporates many of the local land use decisions made in the city, county and tribal comprehensive plans. It is intended to reflect a general pattern of land use classifications and to create a regional context for land use decisions in the Kitsap and Olympic Peninsulas. It identifies the major traffic generators in the region, such as tourist destinations, industrial centers, retail centers, and military bases. It also identifies resource lands that will remain relatively undeveloped throughout the planning period.

The GMA states that regional transportation plans should be based on existing county and city comprehensive plans whenever possible. The PRTPO map folio was based on all available local comprehensive plans and zoning maps for communities within the region.

The counties and cities have been working to achieve cohesive growth scenarios within their own boundaries. The counties agree that they must use the locally acceptable land use designations to develop a regional concept.

Land Use Categories

Generalized region land use designations within the region is displayed graphically in Figures 4.1 – 4.5 (page 4.6 – 4.10). The following classifications describe the land use designations as represented on the regional land use maps. These designations are a generalization of the land use designations as adopted by the various regional jurisdcitons.

Urban: Areas designated as urban growth areas and are served by water, sewer, transportation and other urban facilities and services. A mix of commercial and residential development characterizes these areas.

Rural: Areas characterized by low-density, low-intensity land uses such as agriculture, agriculture-related support services, and scattered residential development.

Rural Center: Historic rural settlements or crossroads communities consisting of a church, cemetery, old schoolhouse, neighborhood stores, and other rural community commercial uses.

Rural Commercial: Commercial areas that have developed along major arterials outside of urban growth areas and rural centers.

Resource: Land that is primarily useful for timber, mineral, or food production and has long-term significance for the production of these commodities commercially.

Industrial: Areas devoted to manufacturing, processing or storage of products.

Military: Designation for Military Bases

Tourist Destination: Natural, historical, or privately developed area serving as a destination for tourists and recreational users.

Airport: A designated airport.

Port: Designated water ports or ferry terminals.

National Park: Federal preserve.

Tribal Lands: Sovereign Indian land, subject to tribal land use planning and tribal land use regulations. Tribal lands may include zoning or other regulations for residential, economic development, industrial, resource or other uses.

Primary Center: Designated commercial development area that can be characterized as the central business district and/or a regional commercial center of a city or

unincorporated UGA. Mixed use or higher density residential development is encouraged and public mass transit services and facilities are available.

Secondary Center: Designated commercial development area which are either extensions of a primary center or located within an unicorporated UGA and where mixed use or higher density residential development is encouraged and public mass transit services and facilities are available.

The information used in this plan was compiled from multiple sources and where necessary updated information was collected. Information on existing land use was compiled using existing compehensive plans, Geographic Information System (GIS), and maps from the various member jurisdictions. The regional transportation system should be based on the land use plan as expressed in the map folio. However, there are a number of land use issues outlined below which the local jurisdictions need to consider and address in their comprehensive plans. Once addressed at the local level, these land use designations can be incorporated into the regional land use concept and, if appropriate, used to revise the regional transportation plan.

Within urban areas there are a variety of industrial, commercial, and residential land use classifications. Within the regional land use concept, the generalized land use designation of "Urban" is further differentiated into either a Primary Center or a Secondary Center based on intensity of urban development.

The City of Bremerton is recognized as the largest Primary Center of the West Sound region. As a largest Primary Center, Bremerton can be a setting for both a primary and several secondary centers within its jurisdictions. This situation results in a complex transportation system that requires special consideration in its local transportation plan. Location and identification of these primary and secondary centers can be found by referring to the local comprehnsive plan.

Mixed use or higher density residential developments are also encouraged in these areas. Using this definition, the following are identified as primary centers:

Allyn
Belfair
Bremerton (CBD),
Forks (downtown),
Kingston,
Port Angeles (downtown),
Port Townsend (downtown),
Poulsbo (downtown),
Shelton (downtown),
Port Orchard (downtown),
Sequim (downtown),
Silverdale.

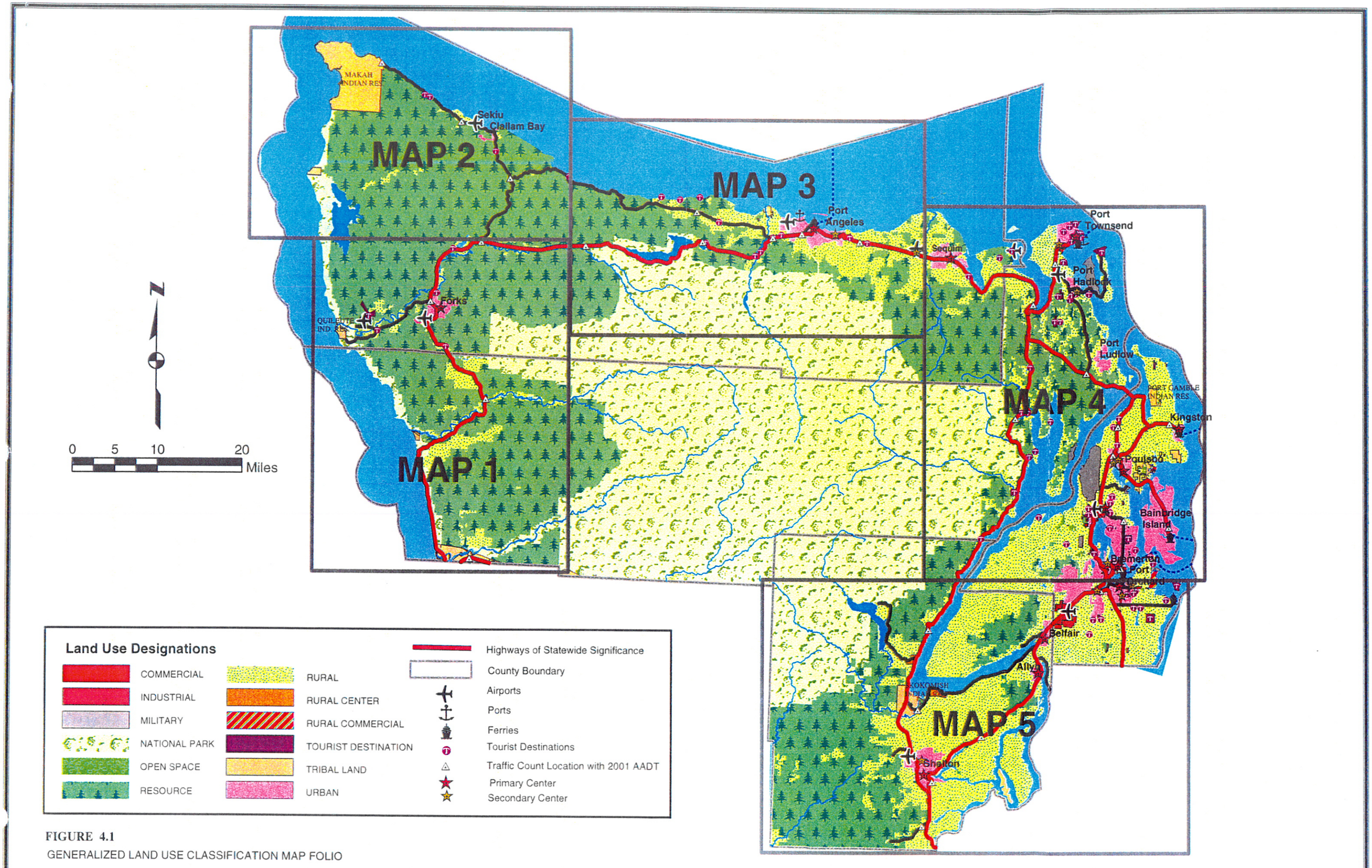

FIGURE 4.1
GENERALIZED LAND USE CLASSIFICATION MAP FOLIO

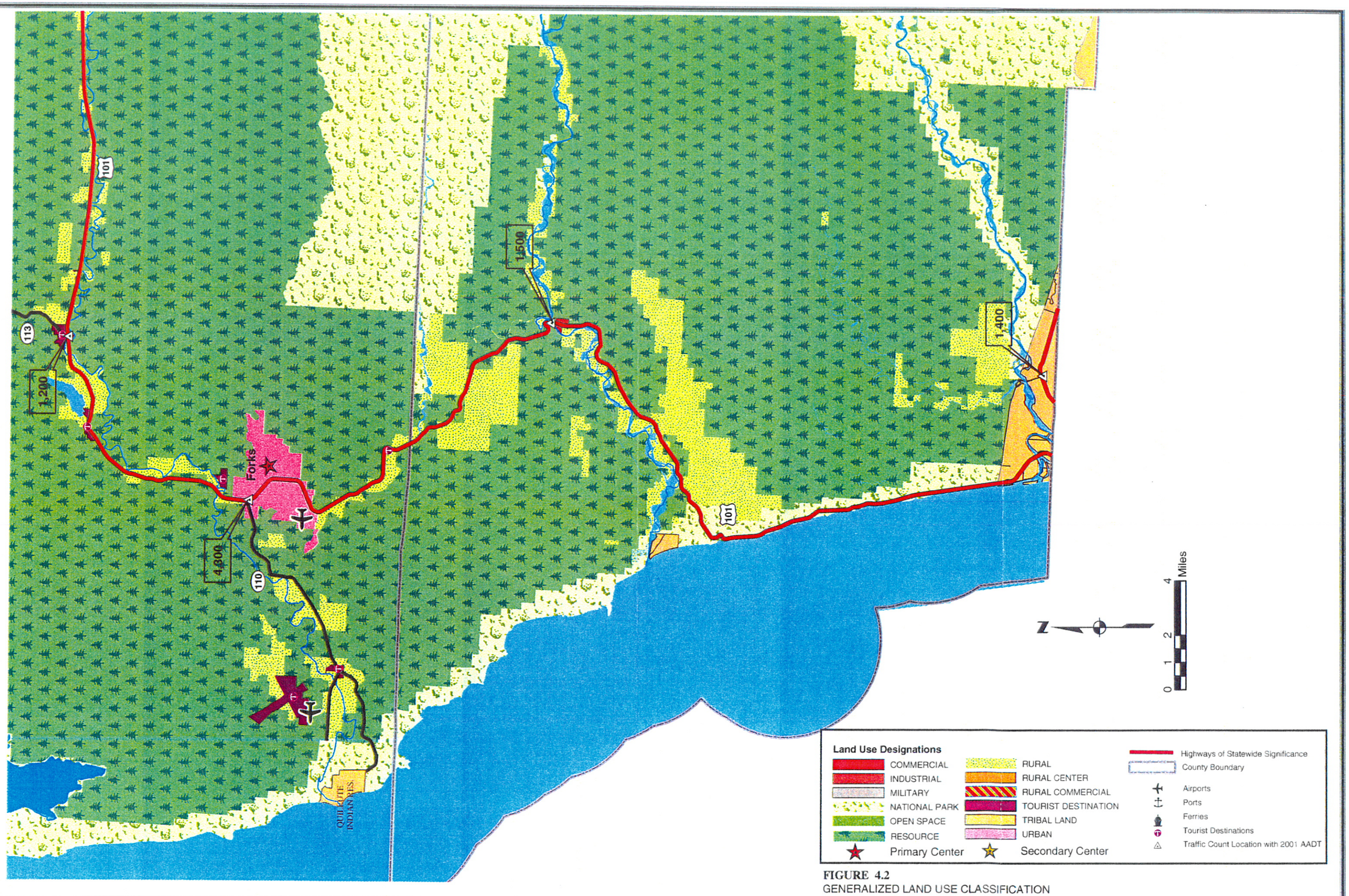

FIGURE 4.2
GENERALIZED LAND USE CLASSIFICATION

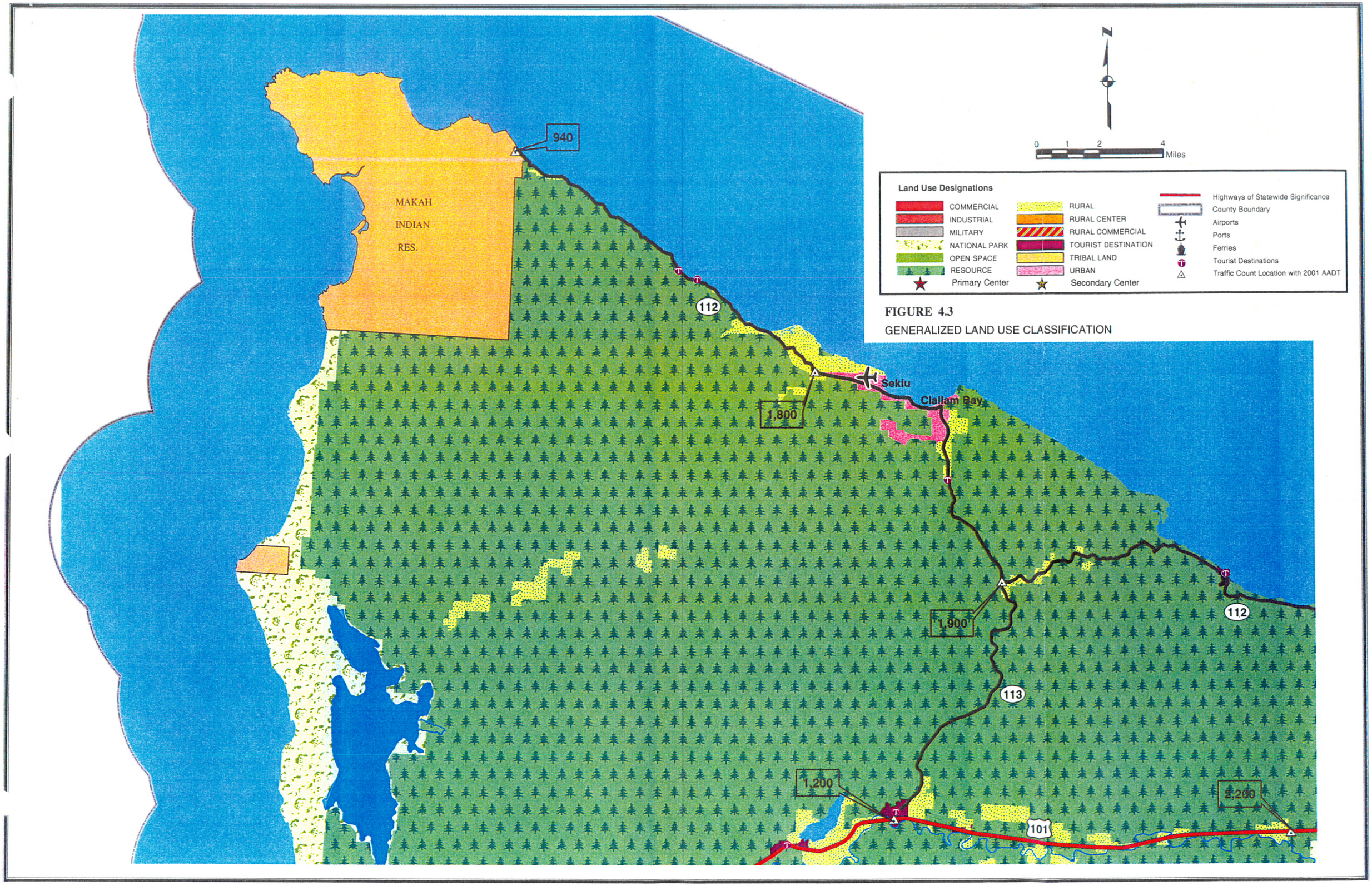

FIGURE 4.3
GENERALIZED LAND USE CLASSIFICATION

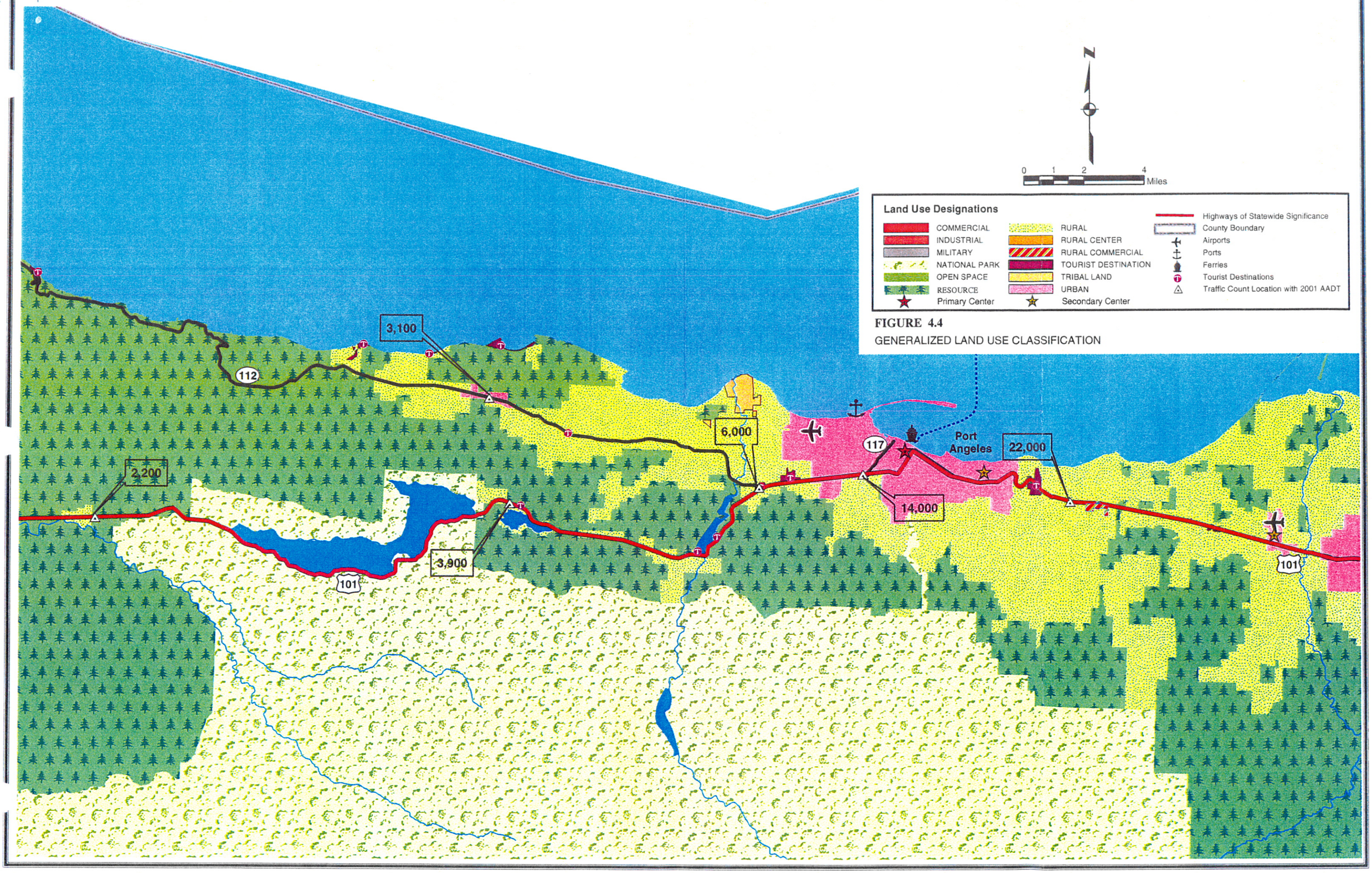

FIGURE 4.4
GENERALIZED LAND USE CLASSIFICATION

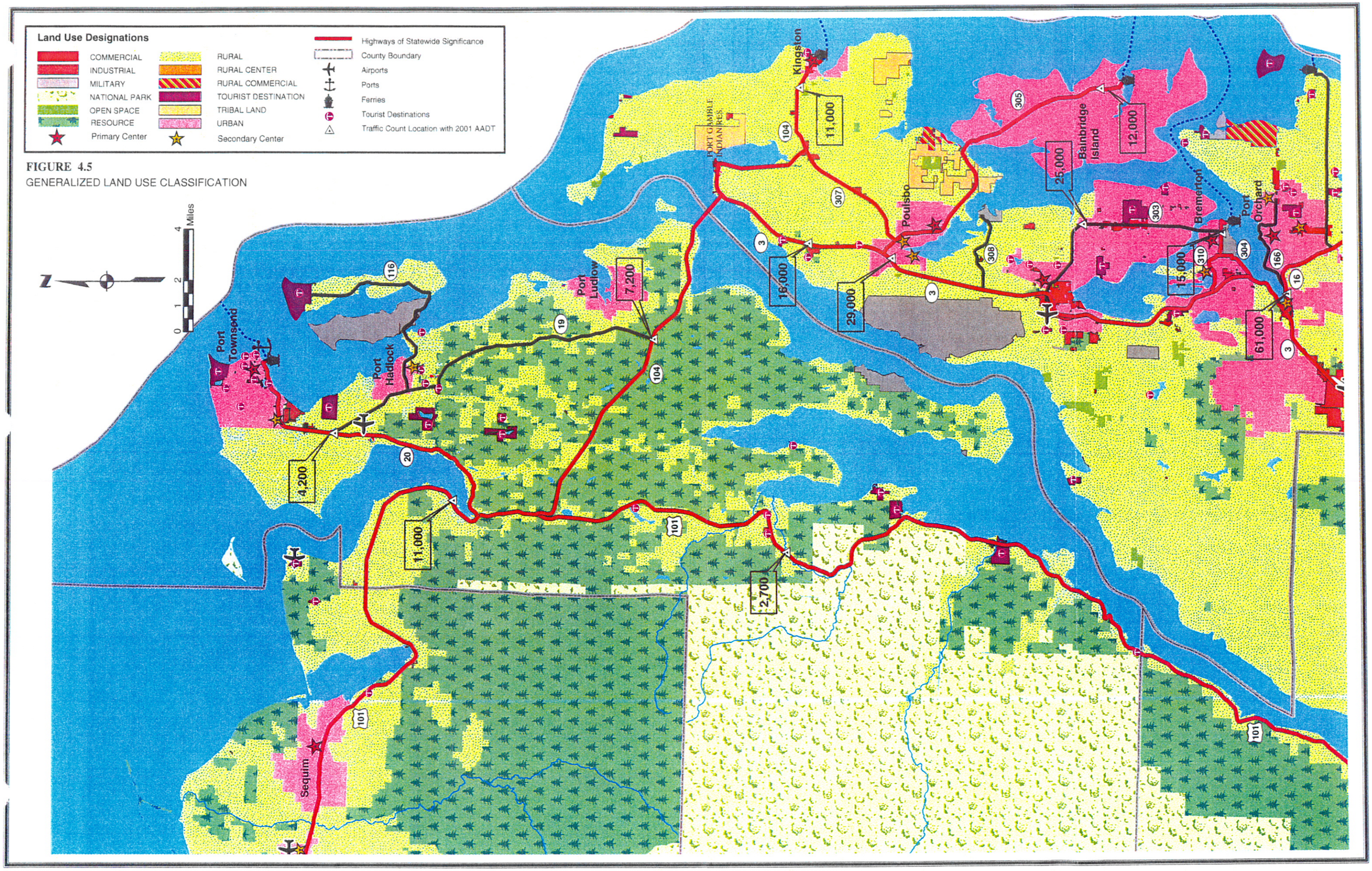

FIGURE 4.5
GENERALIZED LAND USE CLASSIFICATION

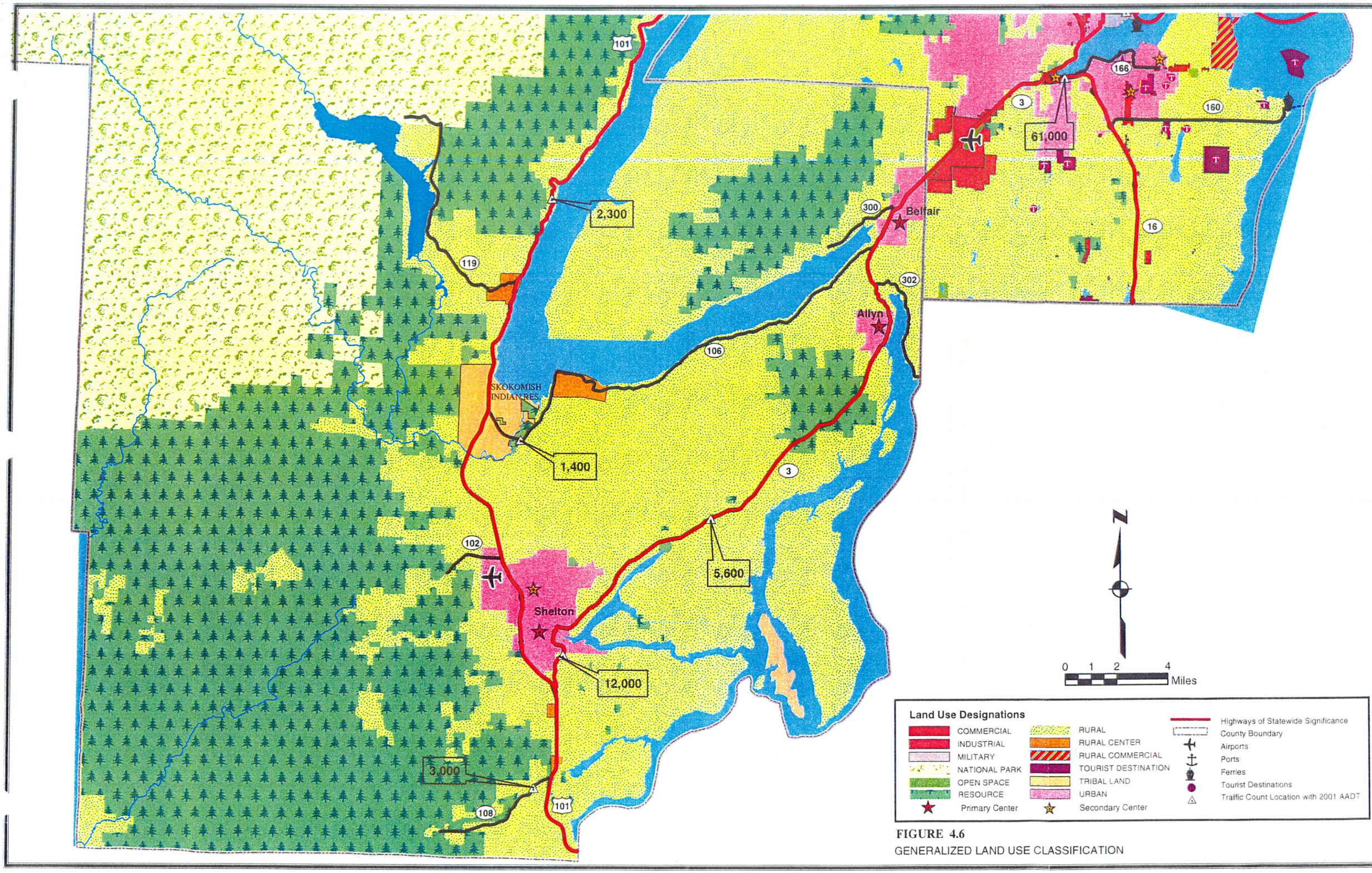

FIGURE 4.6
GENERALIZED LAND USE CLASSIFICATION

The following secondary centers are characterized by significant commercial development that are in transition and may qualify as primary centers depending on local plans. The local plans would identify design standards that support the local vision for the center and encourage mixed use or higher density residential developments in these areas.

Viking Avenue (vicinity of Poulsbo),
Milehill (vicinity of Port Orchard),
Gorst (Kitsap County)
Bethel Avenue (vicinity of Port Orchard)
Carlsborg (Clallam County)
Wallace Kneeland Boulevard (Shelton)
Port Hadlock (Jefferson County)

Transportation investments should support the development of these centers through: (1) provision of access to the center; (2) maintenance of mobility through the center; (3) design standards supporting the local vision for the center; (4) recognition of multimodal, pedestrian, non-motorized, and freight access needs as well as the movement of automobiles; (5) maintain transportation links serving the state ferry system; (6) transportation between the centers; (7) supportive relationships between centers as described in local and county wide planning policies; and (8) regional connectivity.

The regional land use concept defines secondary centers as designated commercial development area which are extensions of a primary center. Mixed use or higher density residential development are also is encouraged in these areas. Some centers located in rural areas, such as Joyce and Clallam Bay have been designated as having urban growth areas (UGA) but are still being considered as rural centers. Using the above definition, the following are identified as secondary centers:

Entrance to Port Angeles (U.S. 101),
The Gateway District (SR 20) in Port Townsend,
SR 305 in Poulsbo
Sekiu.

The regional land use concept recognizes that there will be urban commercial development outside of the primary centers, but places priority on transportation investments serving primary centers.

Rural centers are recognized as important crossroads in the rural areas providing smaller-scale retail and service activity to the surrounding community. Their location historically was based on good transportation access. The regional transportation plan recognizes the need to provide access to rural centers while maintaining rural character and rural design. Examples of rural centers include:

Beaver	Quilcene
Brinnon	La Push
Discovery Bay	Hoodsport
Neah Bay	Taylor Towne
Union	Queets

There are a number of military installations located throughout the four county area. No major changes are anticipated in these installations that would impact associated land use. Eleven airports are located within the four county area. Fairchild International Airport in Port Angeles is the largest airport in the region, followed by Bremerton National Airport in Kitsap County, and Sanderson Field in Mason County. The remaining airports are smaller and more locally oriented. Three of the remaining airports are privately owned (Apex Airport, Port Orchard Airport and Diamond Point).

Of the 11 airports, three are planning improvements, which may impact the regional road system. Bremerton National Airport Master Plan Update considered three alternatives and recommended extending one runway 1,200 feet to the south. This recommendation is the second alternative considered. The Fairchild International Airport is also considering improvements that may impact the regional road system. Jefferson County International Airport's Updated Master Plan (scheduled for revision in 2003) contemplates commercial and industrial development, as well as development of landside general aviation facilities, which would have impacts on SR 19, and SR 20. Many improvements are occuring at Sanderson Field as well. Several new buildings have been built , with more anticipated – industrial and avaiation related. Lastly, the Forks Airport is also considering improving access, thus eliminating uncontrolled access along US 101. The City of Forks also became the owner of the Quillayute Airport in 1998. The city plans to enhance industrial growth of airport-based businesses that could utilize the extensive runway system at this former military facility.

The Olympic and Kitsap Peninsulas contain a wide variety of tourist attractions, ranging from national parks and state recreation areas to river access, fishing areas, resorts and historic sites. The entire region is a tourist attraction due to the distinctive features of the region's open spaces, alpine lands, harbors, winding rural roads, timber resource lands, fishing villages, shorelines, mountain peaks, maritime history and arts and cultural opportunities. These features play an important role in the region's emerging tourist economy. Transportation is important in the continued development of the tourism industry. Mobility must be provided at the same time as scenic, recreational, and historic resources are maintained.

In addition, tribal economic developments, such as casinos and other future large-scale activities, such as marinas, business parks, etc., should be considered because they may have transportation impacts. As more firm data is collected about such activities, they will be incorporated.

Parts of the PRTPO area are primarily rural, with significant timber resource lands. Kitsap County is transitioning to suburban with significant wooded lands. Resource lands require consideration of truck traffic. The type and density of development proposed and forecast to occur in the rural lands varies. Access management along the regional highway and road system can preserve mobility in rural areas and protect rural character.

ASSESSMENT OF DEVELOPMENT PRACTICES

The second section of this chapter is the Assessment of Development Practices. This section meets the state requirements outlined the RTPO Planning Standards and Guidelines, (RCW 47.80.020) and its supporting administrative codes. This legislation calls for a "general retrospective discussion of current land uses and transportation patterns and their relationship to the regional vision..."[2] and a review of current and projected development patterns.

This section uses local comprehensive plans as sources for documenting the changing land use pattern for each county. Most of the text in this section is taken from these local plans but has been shortened and presented as overviews in the subsections below.

Clallam County[3]

The land use patterns in Clallam County have largely been determined by the nature of the landscape left behind from the last ice age. A majority of the county's population lives in the relatively level terrain of the narrow coastal plain located between the foothills of the Olympic Mountains and the Strait of Juan De Fuca. This coastal plain area extends from the eastern county line to the vicinity of the Twin River.

The east end community of Sequim located in the broadest portion of the coastal plain was developed in the mid 1800's to support the agricultural community that once dominated the Sequim Dungeness Valley. As some residents of the Sequim area began to promote it in the 1960's and 1970's as a retirement area, farms gave way to housing developments with the result that nearly one-third of the county's population now resides in the Sequim Dungeness Valley. The City of Sequim now provides a wide range of services to this growing retirement population.

The Port Angeles area became the most populous portion of the county (48%) as a result of its excellent harbor, centralized location within the county and its utility as a shipping point for the forest product industry. Port Angeles also became the seat of county government, the location of the federal building and the headquarters for Olympic National Park, all of which combined to attract a strong presence of government workers

[2] Chapter 468-86-WAC, rtpo Planning and Standards, Draft, page 8.

[3] The test in this section is taken directly from the Clallam County Comprehensive Plan, County Planning Commission Public Hearing Draft, July 20, 1994. Section 31.02.600, Economic Development.

in this portion of the county. Industrial development of the harbor area and at Fairchild Airport Industrial Park support industrial growth in the county.

The foothills of the Olympic Mountains are located south of the coastal plain in eastern Clallam County and encompass large portions of the west end of the county from the vicinity of Port Angeles to the Pacific Ocean. The foothills region has long been the home base of the forest products industry. Although the major west end community of Forks began in response to settlement of farms on the "Indian Prairie", it prospered in the mid 1920's when the western portions of the Olympic Loop Highway were completed, opening up additional markets for the locally abundant timber resources. The foothills region in eastern Clallam County began to experience development pressure in the 1970's, when housing began to creep up from the heavily platted coastal plain into the foothills. This encroachment of residential development put pressure on the forest industry to conform to a less aggressive management regime and began to increase the value of their lands making them more attractive for conversion to residential development. Increasing environmental regulations also caused those in the forest industry to question the long term viability of their commercial forest lands in eastern Clallam County. Although the implementation of Growth Management Act arrested the loss of designated commercial forest lands to residential development, many acres of former commercial forest land were lost before and during this process. Olympic National Forest occupies 197,616 acres or 17.5% of Clallam County while the Department of Natural Resources manages an additional 157,597 acres or 14% of the County. The last geomorphic region of the county is Olympic National Park. This rugged terrain was incorporated into a national park in 1938. The Park occupies 28% of the county.

Table 4.1 depicts the population of Clallam County for 1990 and 2000 based on Washington State Office of Financial Management (OFM) and 2000 Census data. With a geographic area of 1745.2 square miles, the county has a gross population density 36.9 residents per square mile. Discounting areas devoted to parks and the long term commercial production of timber would reveal that only 150,000 acres or 13.3% of the County is available for residential development. Within this developable area of 235 square miles, the population density is 273 residents per square mile and this figure more accurately reflects the density of population that must be planned for in terms of transportation improvements. Within Clallam County 40 % of the population reside in the incorporated area. From 1990 to 2000 the population in unicorporated areas of the county increased by approximately 20% as compared to 7% for the incorporated areas.

TABLE 4.1
CLALLAM COUNTY POPULATION

	1990	2000	% Chng 1990-2000
Clallam County	56,210	64,179	14.2%
Unicorporated	32,055	38,328	19.6%
Incorporated	24,155	25,851	7.0%
Forks	2,838	3,120	10.3%
Port Angeles	17,710	18,397	3.9%
Sequim	3,617	4,334	19.8%

Highway 101 bisects the county's heavily populated coastal plain serving as the only major east-west arterial. Historically, many retail and service businesses have focused on development near the highway as this location maximizes their exposure to potential customers. Additionally, residential development located both north and south of SR 101 is served by a county road system that is highly reliant on access to Highway 101 at intersections located at frequent intervals along SR 101. Lastly, the many parcels that front on SR 101 create a growing problem for maintaining mobility along this vitally important highway in Clallam County. This issue will be examined in more detail in the section on access control.

The economy of Clallam County has long been dominated by its natural resource industries. The counties vast and highly productive timber resource base had made the timber industry a traditional economic mainstay. Other resource based industries of importance to Clallam County include agriculture, commercial fishing, shellfish harvesting, and mining. The 1990's began to see the decline of resource based industries due to declining market for wood products, increased restrictions on harvest, declining fish populations and pollution/toxin related closures of shellfish harvesting areas.

Clallam County has sought to diversify its economy by attracting new industries to the area and developing its tourism industry. A growing tourism industry services the many visitors drawn to the county by Olympic National Park, ferry access to Victoria, British Columbia, world class salmon fishing and the opportunity to enjoy the varied scenic and recreational opportunities found in this area. These same environmental amenities combined with the mild maritime climate and low rainfalls on the county's east side have resulted in substantial population growth over the past 20 years. The county's growing retirement community has created employment gains in the service sectors of the economy. Environmental research centers have been drawn to Clallam County due to the opportunities to conduct research in the large areas of relatively undeveloped and remarkably clean environment found within the county.

Employment figures for Clallam County have shown steady gains in the number of county residents employed with a steady decline in unemployment. Recent upturns in

unemployment are attributed to overall contraction in the forest products industry along with seasonal unemployment trends within forestry and tourism-related industries. The decade from 1980 to 1990 saw wholesale and retail sectors of the economy grow by 31% services by 29% and government by 26%. Employment in health services; finance, insurance, real estate; and construction also experienced significant positive gains. Much of the increase in governmental employment can be attributed to hiring for the Clallam Bay Corrections Center, but local government and education related employment have also increased. The 1980s also saw a 16 percent drop in manufacturing jobs mainly in the forest products industry.

Approximately 60% of the county is managed for the commercial harvest of timber. But tourism, sports fishing, forest products, manufacturing, service industries to include retirement and a fishery and aquaculture industry are also important components to the county. As documented in Chapter 7, Tourism, in 1990 over a million people visited just the Lake Crescent area of the Olympic National Park in Clallam County, and the county has many other attractions. Sports fishermen provide major support to other business establishments such as hotels/motels, campgrounds, R-V parks, and restaurants throughout the county. The commercial harvest of fisheries supports an active seafood processing a wholesale industry. All of these industries contribute to the Clallam County economy.

Jefferson County[4]

Jefferson County has been shaped by a complex variety of physical and geographical forces creating both a diverse environment and settlement patterns. In many ways it is typical of many of the rural counties of western Washington that developed on a timber-based economy. Yet the county has also been shaped by its unique history, giving it a flavor distinctly different from its neighbors. While Port Townsend was the center of attention in the 19th Century, other areas of the county were also growing. The vast timber resources of the Olympic Peninsula attracted loggers who settled around the County and built logging mills where water facilitated the movement of logs from forest to mill. The growth of Port Townsend tended to dominate the settlement pattern until the 1950's. While Port Townsend remains the county's only incoporated municipality, the Port Hadlock and Irondale areas have been identified as an area characterized by urban growth. Based on these characteristics, Jefferson County continues to study the feasibility of "urban growth area" designation (pursuant to the Growth Management Act) in this area. In 1999 the county idenitifed this area as a "Provisional Urban Growth Area" indicating the desire to continue with urban level growth management planning.

Currently state and federal land occupies 77.3% of Jefferson County. The Olympic National Forest occupies 14.2%, the State Department of Natural Resources manages natural resources land that accounts for 16.7% of county land, while the Olympic National Park occupies 46.4% of the county.

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[4] This section is taken directly from the *Jefferson County Comprehensive Plan Existing Conditions Report, Staff Draft,* Executive Summary, February 14, 1995.

After 1960, the population in outlying areas of the county grew faster than Port Townsend. Today, approximately 80 percent of the people moving to Jefferson County from other areas of the State move to locations outside of Port Townsend. The majority of housing permits were issued outside of Port Townsend in the Northeast County area. Jefferson County, with a land area of 1,814 square miles, averaged 14.50 persons per square mile in 2000. Table 4.2 depicts Jefferson County 1990 and 2000 populations.

TABLE 4.2
JEFFERSON COUNTY POPULATION

	1990	2000	% Chng 1990-2000
Jefferson County	20,406	26,299	28.9%
Unicorporated	13,405	17,965	34.0%
Incorporated	7,001	8,334	19.0%
Port Townsend	7,001	8,334	19.0%

Based on Office of Financial Mangement data

Perhaps the most significant influence on the development trends and patterns in the county today is the access afforded to the county by the Hood Canal Bridge. Not only does the bridge provide access to and from the East Puget Sound Region, but it also enable residents to access commercial services outside of the County, most notably the Silverdale area.

The county has served to attract many retirees looking for attractive rural environments and the county's beautiful shorelines. More recently, younger, working-age people have moved to the county, apparently bringing their jobs with them either by computer or long-distance commuting. Professionals serving statewide markets are now finding they can locate in attractive rural areas and still remain competitive through computer technology and telecommuting. This appeal is apparently providing a new economic base to the area, sustaining a high level of growth in spite of declining traditional economic bases such as the timber industry.

This growth has stimulated a rapidly developing settlement pattern along the shoreline, particularly view lots. In conjunction with new growth in these areas, new businesses have also been established, creating new commercial areas and activity, especially in unincorporated areas. Total taxable sales in unincorporated areas outgrew Port Townsend from 1988-1992. This indicates a shift in growth and commercial activity from Port Townsend to outlying areas of the county. At present, these influences have been strongest along the northeastern shore of the Quimper Peninsula, extending from Shine to Irondale. The predominant example of this new growth is the recent development of the Port Ludlow community, but the growth is also occurring to a lesser extent along the shorelines of Discovery Bay and Marrowstone Island.

Kitsap County[5]

Kitsap County, is a community of over 230,000 residents on the eastern shore of the Olympic Peninsula, 35 minutes by ferry from downtown Seattle and 30 minutes by car from downtown Tacoma. It has a skilled workforce of approximately 95,000, of whom roughly one fifth commute to jobs in the Seattle-Tacoma metropolitan centers. Its local jobs are found in approximately 75,000 non-agricultural positions and in thousands of other sole proprietorships.

With its natural beauty and reasonable housing prices, Kitsap would seem a natural alternative for workers from across the sound, but Kitsap's growth is tempered by its reliance on ferries and on the Tacoma Narrows Bridge. The county enjoys relatively low unemployment and a moderate cost of living, however economic declines and population expansions have created unprecedented pressures. Growth management policies are in place to aid in the preservation of the county's rural character and quality of life.

In 2000 31% of the 231,969 Kitsap residents lived incorporated regions. Even with a decline in the number of residents, Bremerton accounted for 52% of those living in incorporated regions. Since 1990, unicorporated regions grew by 15% while incorporated regions expanded by 41%. With an area covering 396 square miles, the county density stands at 585.82 people per square mile, making it the second most densely populated county in Washington. Table 4.3 depicts the population data for Kitsap County between 1990 and 2000.

TABLE 4.3
KITSAP COUNTY POPULATION

	1990	2000	% Chng 1990-2000
Kitsap County	189,731	231,969	22.3%
Unicorporated	136,676	159,896	15.3%
Incorporated	51,055	72,073	41.2%
Bainbridge Island	3,081	20,308	23.9%*
Bremerton	38,142	37,259	-2.3%
Port Orchard	4,984	7,693	54.4%
Poulsbo	4,848	6,813	40.5%

Based on Office of Financial Mangement data
* Identifies change since 1991 when all of Bainbridge Island was incorporated (16,390).

Kitsap County is also unique because it is virtually an island. Only a five-mile strip of land between Hood Canal and Case Inlet keep it from being such. This relative isolation from the most densely populated areas on the eastern shore of Puget Sound have contributed to the perception of Kitsap County as a predominantly rural place. While this was true at one time, much of the county today is characterized by suburban and urban development.

[5] This section is taken directly from the Kitsap County Transportation Plan, Chapter 3, Economic Development.

During the early part of the century, development was concentrated in small settlements along the shoreline. Movement of people and goods depended on the water until road improvements began shifting development inland.

Many communities established along the water continued to grow after the timber supply had been depleted, depending on other industries such as agriculture. Cities such as Port Orchard, Poulsbo and Bremerton grew to become centers of activity. In a large part, the growth of these urban areas has been fueled by Navy facilities such as Puget Sound Naval Shipyard, Manchester Fuel Depot, Keyport and, most recently, Bangor. The siting of the Submarine Base at Bangor in the mid-1970s and the subsequent location of a regional shopping center in the early 1980s lead to Silverdale becoming the county's center for commercial and business activity.

Over the past 30 years, the trend has been to distribute low-density single-family development in several parts of the county. Major transportation corridors linking urban areas with the ferries and bridges have encouraged settlement in areas not previously developed. The majority of land in the east half of the county has been divided into parcels of less than 10 acres, and in many areas below 2.5 acres. While not all of these parcels have been developed, if current trends continue many more will be developed in the next 20 years.

For waterfront communities such as Hansville, Indianola, Suquamish, Manchester, South Colby, Southworth and Olalla, preservation of the existing character is a primary goal of residents in these areas. Numerous areas along the waterfront, including many of these old established communities, will need increased public sewer and other services to protect the water quality of Puget Sound. These areas are not necessarily associated with a city nor proposed for urban growth areas, yet they offer opportunities to locate future residential development and thus help protect natural resource lands located in the county's interior.

With regard to employment, two thirds of the county's non-agricultural jobs are military, federal civil service and private sector defense contractor primary jobs or secondary support services jobs. They directly or indirectly support major Navy installations. After years of intensive efforts to diversify the economy, the federal government remains by far the largest employer in Kitsap County. Out of a 95,000-person work force, about 10,000 uniformed personnel and 26,000 civilians work directly for the Navy. To diversify, the county has beefed up its inventory of light-industrial zoning and is heavily courting high-tech businesses. Kitsap County and is on the cutting edge of fiber optic telecommunicatons is within easy access of air, shipping and rail lines, has a great workforce and affordable housing, has uncongested internal roadways, and is ready to work to expand or relocate primary businesses.

Signs of progress are hard to miss around the peninsula. Downtown Bremerton is undergoing a major facelift, including a new conference center, city/county government center, expanded marina and marine park. The revitalization has pumped up property values by as much as 40 percent in some neighborhoods. Olympic College is expanding its campus to Poulsbo.

While Kitsap's growth over the next few years is not expected to skyrocket, prospects look good for a strong, stable economy.

Mason County[6]

Mason County had 49,405 residents in 2000, 17 % living in Shelton, the only incorporated area in the county. The balance of the populace reside in and around the unincorporated areas. The unincorporated areas were responsible for much of the population growth in the 1990s. In fact between 1990 and 2000 Shelton grew by 17% while the balance of county grew by 32%. The county averaged 51.41 persons per square mile versus 88.57 for Washington State as a whole.

TABLE 4.4
MASON COUNTY POPULATION

	1990	2000	% Chng 1990-2000
Mason County	38,341	49,405	28.9%
Unicorporated	31,100	40,963	31.7%
Incorporated	7,241	8,442	16.6%
Shelton	7,241	8,442	16.6%

Based on Office of Financial Mangement data

Forestry is the dominant land use in Mason County. Private forestry activities constitute 54% of the land use in the county. The second largest land use in the county is Open Space and Federal Lands, which makes up 28% of the land use in Mason County, but roughly 27% of that Federal land is also used for forestry activities. Therefore, when both public and private lands used for forestry are computed together, approximately 74% of the land in the county is used for the production of timber.

Other land use activities in Mason County consist of activities such as Agriculture/Aquaculture (2%), Commercial/Institution (3.2%), or residential (3.9%). A significant portion (14%) of the land in Mason County is rural vacant or otherwise undefined. Because such a significant portion is rural vacant or similarly unused, the proportion of people living within the city limits of Shelton is relatively high compared to the density of those living outside of Shelton in unincorporated Mason County. Roughly 17% (8500/49,800) of the county's population resides within the city limits, but Shelton only makes up about 0.5% of the total land area in the county. This concentration of population within the city results in a density of 0.39 (3300/8500) acres per person in contrast to those living in unincorporated Mason County, where the densities are 10.97 acres per person, or 0.09 (41,300 / 453,000) people to every acre of land.

[6] Based on the Staff Draft of the *Mason County Comprehensive Plan,* February 1995.

Agriculture and aquaculture, while making up only 1.0 percent of the total land in the county, make significant contributions to the economy. Mason County is known for its production of Christmas trees and the agriculture activities in the county focus on Christmas tree production, though greenery for boughs and swags are also produced. The aquaculture activity is the smaller portion of this sector, but plays a significant role in the economy.

The majority of the commercial and institutional land in Mason County is within the City of Shelton or other areas of concentration, such as Allyn, Union, Hoodsport, and Belfair. This category is comprised of all governmental buildings, infrastructure, services and retail and wholesale establishments. Industrial activity, which makes up 0.08 per cent of the total land use predominately occurs within the Port of Shelton, though some industrial activity also occurs at Sanderson Field, Oakland Bay, and Johns Prairie.

Mason County does have an active mining sector, though the total land us is only 1100 acres or 0.2 percent of the total acreage in the county. Mason County has 22 surface mines.

Impacts on Travel Patterns

Land use and development patterns are in transition, changing from traditional resource based economies to a mix of tourism, retirement based economies, commuters, seeking a rural life style, and a growing retirement based economy. These changes vary from county to county.

Clallam County has a strong history of timber but is expanding this base by building up tourism and recreation. Jefferson County also has a history of timber, but its economy is changing more towards long distance commuting and telecommuting. Both counties are also developing strong retirement communities. In Kitsap County, the various naval bases have played a large role in the local economy. However, the county's economy is diversifying, and retail and industrial components of the economy are playing an increasingly large role. The PRTPO expects these changes to continue and for the economies of the four counties to become more diverse.

Though the counties' economies are becoming more diverse their land uses and travel patterns are inter-related. For example, tourism affects each of the counties but the impact is different. Both Kitsap and Jefferson County have tourist destinations, but each also has state routes serving as through travel routes for those traveling to the tourist and recreational activities in Clallam County. Kitsap County has a regional shopping mall attracting shoppers from surrounding counties. All traffic not traveling up US 101, SR 3, or SR 16 must travel by ferry to the PRTPO area. Four of the five state ferry routes to the PRTPO area are to Kitsap County, so most of the traffic not traveling on these three routes (US 101, SR 3, SR 16) must go to or through Kitsap County. The remainder of the ferry traffic to the PRTPO area goes to Port Townsend in Jefferson County or to Port Angeles

via the Blackball ferry from Victoria, B.C. (see Chapter 7, Tourism, Table 7.5 for ferry ridership counts).

Mason County, which sits at the base of the Olympic and Kitsap Peninsulas, provides access to the state capital in Olympia and the southern portion of Interstate 5. Tourist travel coming from the south and going north to the Olympic Peninsula would travel north on US 101 through both Mason and Jefferson County, or on SR 3 through both Mason and Kitsap County. In addition, these same routes (US 101 and SR 3) also provide freight access to southern destinations.

Common problems impact the four county area in terms of maintaining mobility along state routes. Continued development along the frontage of state routes, inside and outside of the UGA, without appropriate access control has resulted in a deterioration of those state routes' ability to move people in a timely and safe manner. Because the travelers on the state routes have few alternative routes to travel, it is vital that the routes maintain their primary function of movement throughout the four county area. This is most evident along U.S. 101 where county arterials roads directly access the state highway system at intersections, increasing congestion, and no parallel routes are provided by county roads.

Commercial development pressures along state routes arise from the fact that areas near state highways are not ideal for residential development at anything but very low densities primarily due to noise impacts. While high traffic volumes are a problem to residential development, they can create an economic windfall for the landowner if the land can be converted to retail or industrial use. Since a zone change may be hard to accomplish, landowners near state highways often initiate a change to commercial use by establishing a home based enterprise/industry or by applying for a conditional use permit allowing a commercial use of the land. As these enterprises grow they often approach the traffic impact levels of a commercial enterprise located on commercially zoned property but rarely are they required to mitigate their traffic impacts in the same manner as a commercially zoned property. Additionally, some home enterprise/home industry land uses have been established along limited access highways without the WSDOT required commercial access permits. The end result of this strip commercial sprawl is that the mobility of the highway is severely impacted over time. This problem is especially acute in counties where the state route is the only through route in the county. As these vital arterials become compromised over time they limit commercial and industrial growth in the PRTPO urban areas as increased travel times for freight haulers make locally produced goods cost prohibitive when compared with goods produced closer to large population centers.

The state route mobility problem is also associated with residential development that uses a state route as its primary access point and for residential development using driveways that directly access state highways. Many county arterial roads directly access the state highway system at intersections, increasing congestion on the state highway system. Most County roads do not provide parallel routes to SR 101 that could relieve congestion on the

state highway system. As development occurs along these county arterials, the associated intersection with the state highway system becomes increasingly congested leading local residents to call for improvements to ease their access to the state system with little concern on the mobility impacts to the state route for the general public or local industries. Similarly, state routes are continually degraded in terms of mobility by development of adjacent parcels that require direct access onto the state route. Although the Washington State Department of Transportation controls access onto state highways, it does not appear that the higher levels of access control needed to prevent high levels of mobility degradation have been funded in many rural areas.

The end result of the increased commercialization and the increased impact of residential growth at intersections and driveways along the state route is that the state route becomes more and more compromised in terms of mobility. The Sequim Bypass is perhaps the latest example of the type of costly fix ($22,000,000) required to solve severe mobility problems on state routes. The PRTPO should address this problem by studying the impacts of commercial and residential growth impacting the state system, encouraging WSDOT to vigorously enforce access permit requirements and seek additional funding for access control and recommending changes to local land use policies of the member jurisdictions to minimize access problems along state routes. New local land use policies could include requirements for frontage roads, combined driveway access points and requirements to limit access on the state highway system to existing signalized intersections. Additional state funding for access control could forestall or eliminate the need to construct many costly bypasses around areas that could become compromised in terms of mobility if current access standards are maintained. Lastly, more state funding must be secured to allow overpasses to be constructed to service existing high intensity land use areas rather than the continued installation of mobility impairing traffic lights on single option thoroughfares like SR 101.

Land Use Relation to the Regional Vision

Each of the jurisdictions in the PRTPO has articulated a unique vision for their future. Taken together, the counties' visions for the future weave a region-wide vision for the entire Kitsap and Olympic Peninsulas. This vision is linked to counties and local jurisdictions shifting their economic base from a traditional single economic activity (natural rsources on Olympic Peninsula and Federal Government/natural resources on the Kitsap Peninsula) toward more diversified economic opportunity and employment.

Travel patterns on the peninsulas can be expected to change along with the region's anticipated changes in land use and economy. Overall, the number of single occupant vehicles, tourist, transit, non-motorized vehicles, and freight trips is expected to increase in the PRTPO region. Consequently, the challenge facing the PRTPO is how, given the expected change and growth on the peninsulas, can the PRTPO address and manage this change in travel patterns and volume so that transportation facilities and programs support the economic vitality of the regional area while maintaining the region's quality of life. To

meet this goal, the PRTPO's regional transportation plan explores new options for travel and reflects these issues, concerns and potential solutions in the plan.

ACCESS MANAGEMENT FOR ARTERIALS

Washington State has established legislation governing the location and spacing of access onto non-limited access state routes, referred to as managed access. Managed access can be addressed at several levels: from the state perspective of legal authority to the local perspective of developer negotiations. But the fundamental basis of managed access is that it links transportation planning with land use planning.

Managed access addresses the need to provide individuals reasonable access to their property while maintaining the safety and functional integrity on the main route. Besides providing a right-of-way, access management preserves traffic flow, vehicle and pedestrian safety and roadway capacity. Consequently an effective access management system is an important element to developing a safe and efficient transportation system. Access management will become increasingly important to maintaining mobility in counties that are reliant on a single through route to travel from one end of the county to the other such as is the case in Clallam County and in many portions of Jefferson with US 101 and Mason Counties with U.S. 101 and SR 3. Without careful control of access, the mobility gains realized by projects like the Shelton and Sequim bypasses are lost as new commercial areas develop beyond the bypass boundaries.

The Link to Land Use

At the regional level access management can be a critical part of the state regional transportation plan requirement to assess "regional development patterns and investments to ensure preservation and efficient operation of the regional transportation system"[7]. The regional organization provides both the regional perspective necessary to enhance the accessibility and mobility options available to people and freight and the local perspective of development contributing to the economic vitality of the regional planning area.

Access Management Legislation

In Washington State access management has two main components: roadway and driveway access management. These components are addressed in either separate legislation or in separate administrative codes. The following summary provides an overview of this legislation and codes (RCW 47.50, WAC 486.51, and WAC 486.52).

[7] "Access Management – Key to Mobility", Herbert S. Levinson and Frank J. Koepke, *Conference Proceedings*, Transportation Research Board Access Management Conference, 1993.

Roadway Classifications

Roadway classifications for managed access are based on how the road functions and adjacent land uses. Examining how the road functions means looking at the kind of travel it carries. Does the road provide for quick and efficient regional travel between counties/cities or does it serve local travel between neighborhoods? The impacts of adjacent land uses are equally important in examining the roadway. An interregional route should have few direct access points to adjacent land uses -- too many access points and the turning conflicts will slow traffic movement so much that the road can no longer effectively serve interregional travel. A local roadway should do just the reverse -- adjacent land uses should be well served with many access points from the transportation system. This does not necessarily mean a hodgepodge of driveways and intersections but quick and efficient access is given priority on local streets over quick and efficient travel.

Many roadways throughout the Peninsula Region serve a dual purpose of providing for regional travel as well as access to adjacent areas. Such roadways present a particular challenge in balancing the needs of multiple, and sometimes conflicting, travel interests. Access limitations greatly improve the use of roadway capacity. Therefore, access management decisions by the state and land use descisions by local governments on these dual purpose roadways must be coordinated to keeep travel quick and efficient while providing necessary access. The following discussion pertains primarily to those roadways in the region that are designated as state routes. However, local governments in evaluating access management for other arterial routes should consider similar issues.

Because of these relationships between roadway function and land use access management roadway classifications are divided into two sub elements: Limited Access Highways and Managed Access Highways.

Limited Access Highways[8]

There are three kinds of Limited Access Highways: Full Control, Partial Control, and Modified Control. Highways that have full access control allow connections only through interchanges. All other crossings and private connections made at grade are prohibited. Interstate highways require full access control. Principal and Minor arterials vary in regards to full access control. Principal arterials with four or more through traffic lanes, existing or planned, require fully controlled access. However, at times principal arterials may be approved for partial or modified control.

Minor arterials "will not normally be considered for development to full access control standards" (Design Manual page 1420-1) but are required to have partial or modified control. Partial control protects the roadway from traffic interference and from future strip development, as partial control highways prohibit commercial access. However, partial control does allow for some crossings and some private driveway connections at grade.

[8] Based on the WSDOT Design Manual, Section 1420, Access Control Design Policy.

Modified access control is applied where "some degree of control is desired" (1420-4), but because of existing and potential commercial development, full or partial control is inappropriate.

In the PRTPO area, few roads are designated as fully controlled access, though four exceptions standout. They are SR 3 in Kitsap County between SR 304 and SR 305; US 101 in Mason County from SR 3 to Shelton's northern City Limits; US 101 in Clallam County from Whitefeather Way to the Dungeness River; and SR 16 in Kitsap County from the Pierce County Line to SR 166/Bay Street.

Examples of partially controlled access highways include SR 305 on Bainbridge Island; SR 3 from Belfair to Gorst; and SR 16 from SR 160/Sedgwick to Port Orchard. In addition SR 104 from the Hood Canal Bridge to US 101 is a partially controlled limited access highway, as is SR 308, and US 101 from the Thurston County Line to SR 3.

SR 303 located in Bremerton and unincorporated Kitsap County is designated as a modified access highway while portions of SR 304 is designated as both partially controlled and modified access. All other highways in the area fall into one of the five remaining categories, as discussed below. Figure 4.7 – 4.11 depicts the accesss classification of the region's various state routes and their adajcent land designations.

Managed Access Highways

In 1991, Washington State Department of Transportation (WSDOT) was directed by the State Legislature to develop an access management program (RCW 47.50). WSDOT developed the programs, which have been adopted as the Highway Access Management -- Access Permits-Administrative (WAC 468-51) Highway Access Management Access Classification System and Standards (WAC 468-52). WAC 468-51 focuses primarily on different types of connections and review process and WAC 468-52 discusses managing access on different types of roadways. Both administrative codes are reviewed below, but the discussion on roadway types is presented first. Driveway access types are presented last.

WAC 468-52 defines and describes the standards and classifications for access control on highways, which are not, designated limited access. Five access control classes are defined. Class 1 is the most restrictive and Class 5 is the least restrictive.

The most restrictive classification, Class 1, is for high speed, high volume travel on facilities that are not a Limited Access Highway. Speeds on a Class 1 facility tend to be approximately 50 to 55 miles per hour, but for a Class 2 facility speeds range from 35 to 55 depending on the surrounding area (i.e., rural or urban). Classes 3 and 4 handle moderate speeds, and volumes, but these classifications aim to balance mobility and access to land. One of the primary differences between Class 3 and Class 4 is the type of median placement. Class 3 has restrictive median placement, but Class 4 is nonrestrictive. Class 5

roadways provide the most access to land uses and tend to have low speeds (25 to 35 miles per hour). Table 4-5 describes and compares the five different classifications.

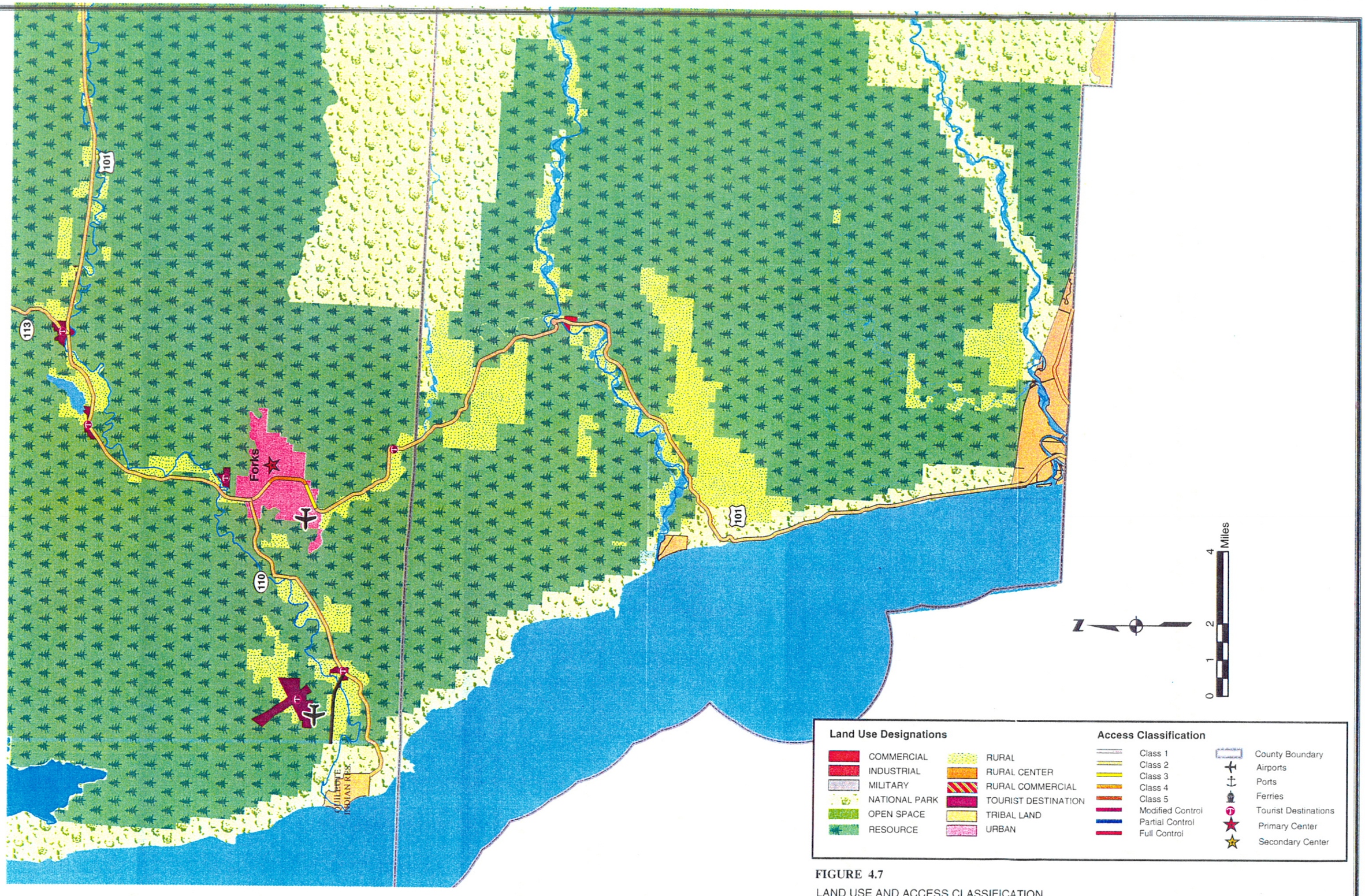

FIGURE 4.7

LAND USE AND ACCESS CLASSIFICATION

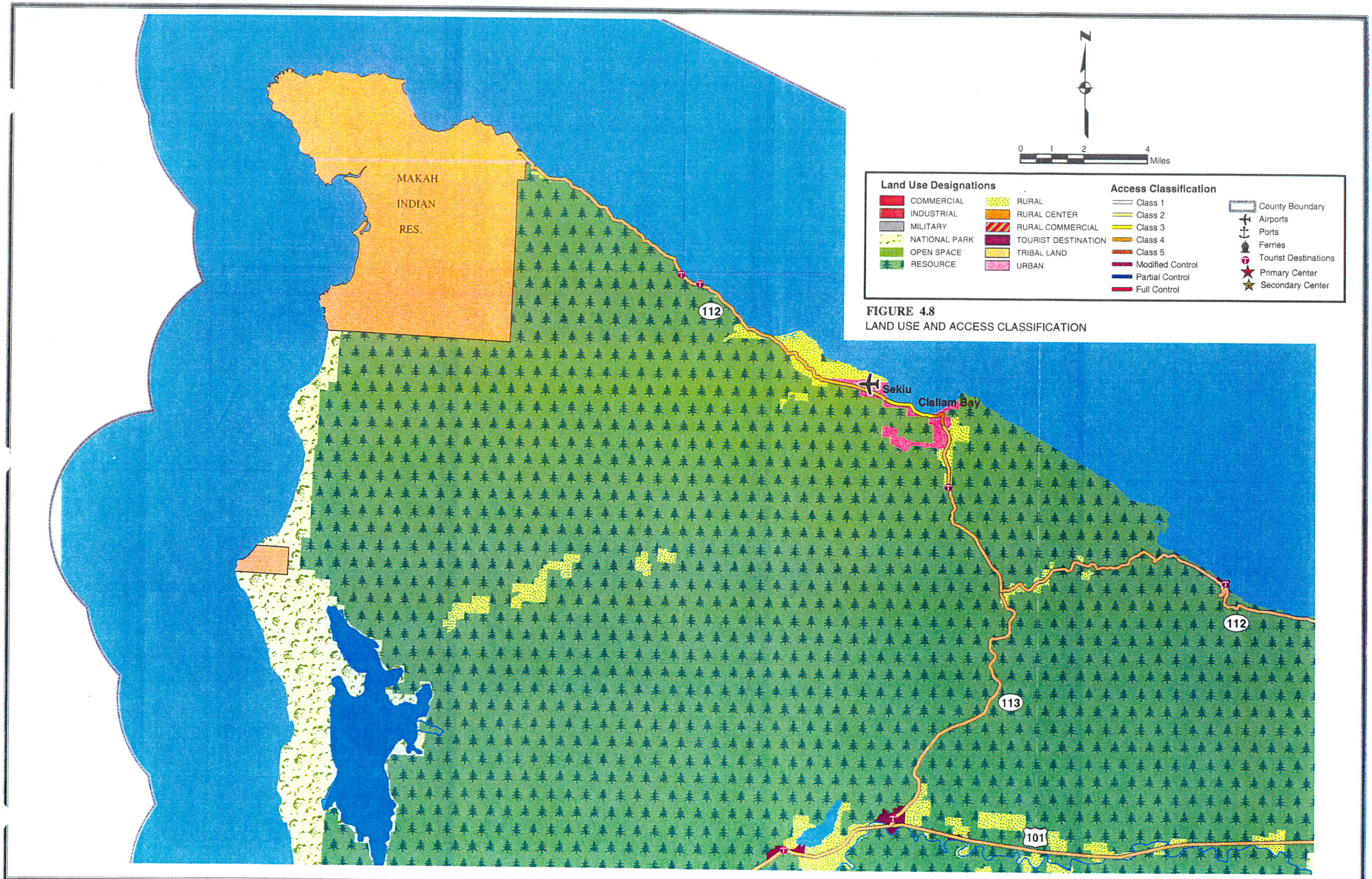

FIGURE 4.8
LAND USE AND ACCESS CLASSIFICATION

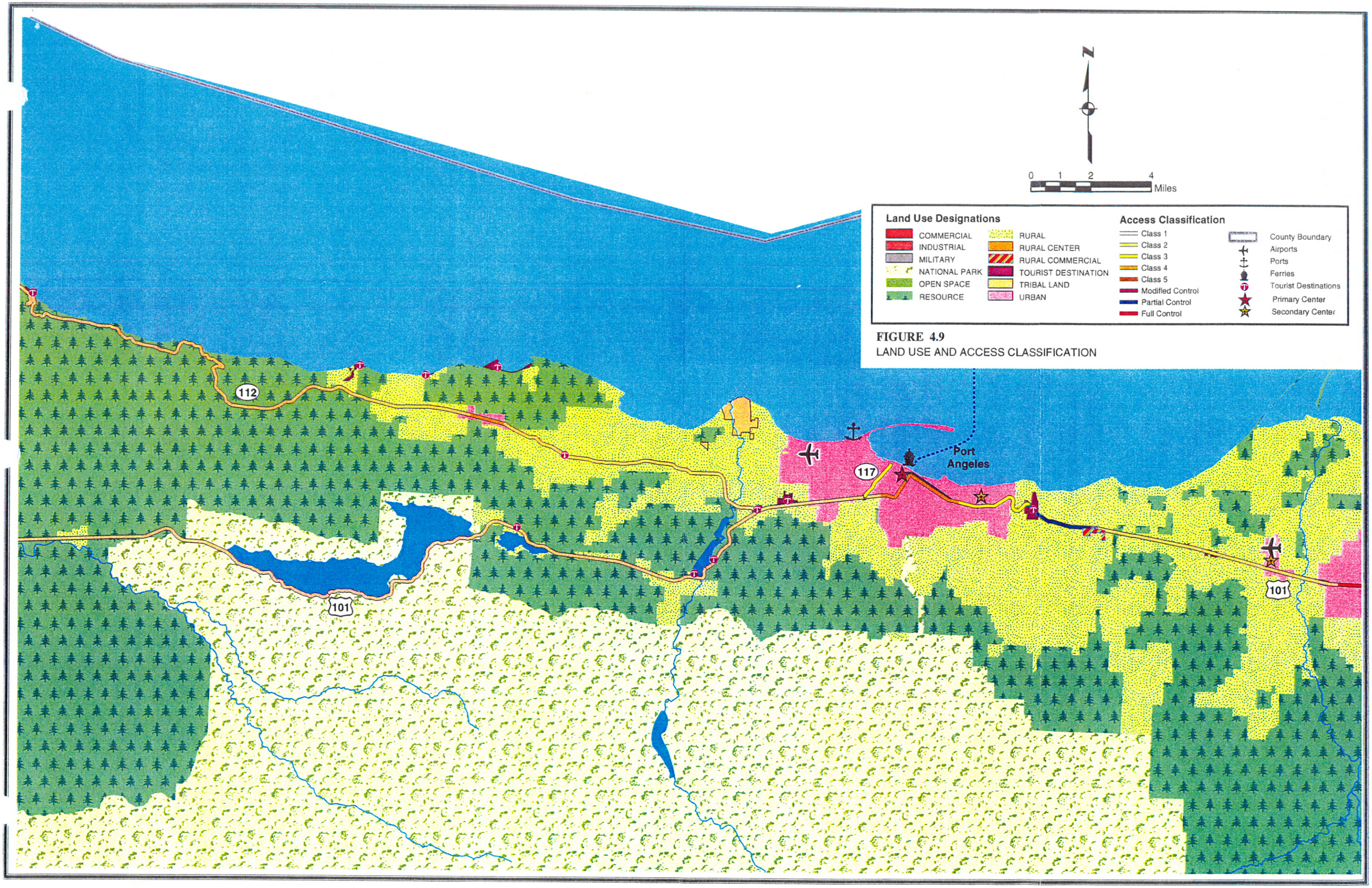

FIGURE 4.9
LAND USE AND ACCESS CLASSIFICATION

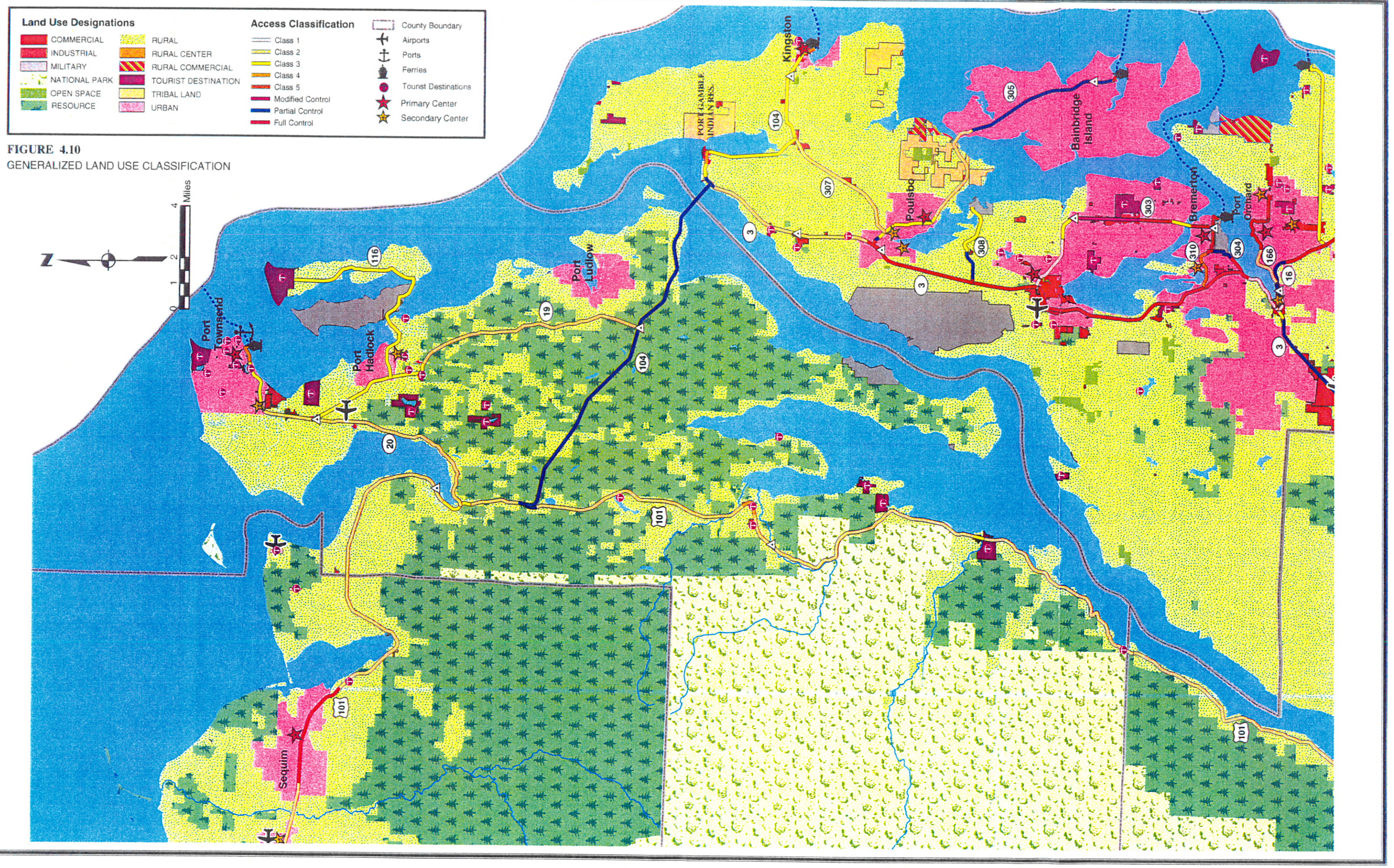

FIGURE 4.10
GENERALIZED LAND USE CLASSIFICATION

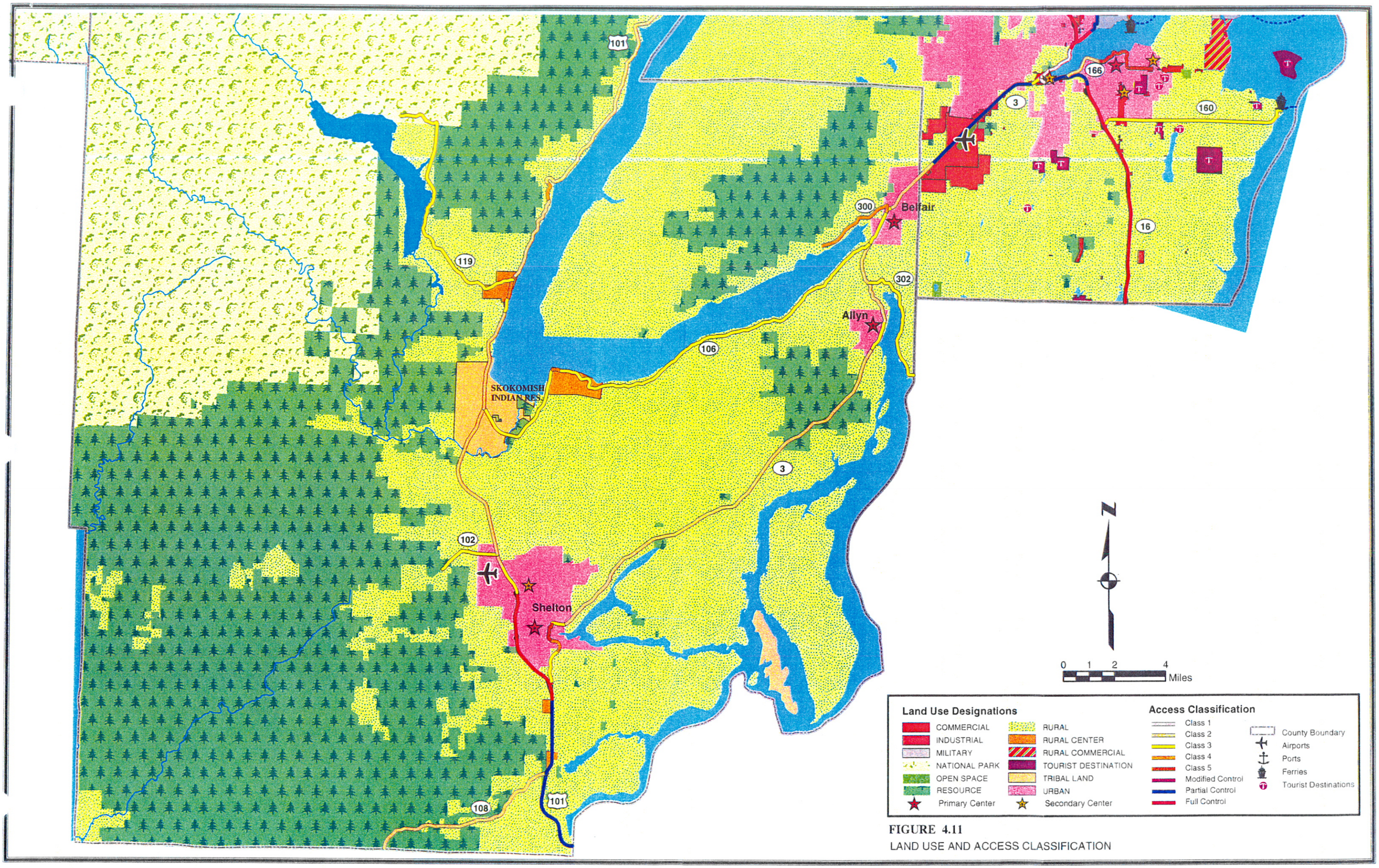

FIGURE 4.11
LAND USE AND ACCESS CLASSIFICATION

TABLE 4.5

ACCESS MANAGEMENT CLASSIFICATIONS

Class	Functional Characteristics	Posted Speed (mph)	Typical Planned Median Treatment	Planned Intersection	Minimum Private Connection Spacing
1	High speed, high volume, long trips serving interstate, interregional, and intercity travel. Service to abutting land subordinate to service major traffic movements.	50 to 55	Restrictive, where multi-lane is warranted.	1.0 Mile	1320 Feet One per parcel
2	Medium to high speeds, medium to high volumes, medium to long trips serving interregional, intercity, and intracity travel. Service to abutting lands subordinate to service of traffic movement.	Urban: 35 to 50 Rural: 45 to 55	Restrictive, where multi-lane is warranted	0.5 Mile	660 Feet One per parcel
3	Moderate speeds, moderate volumes, short trips, serving intercity, intracity, intercommunity travel. Balance between land access and mobility. Used where land use is less than maximum build-out, but development potential is high.	Urban: 30 to 40 Rural: 45 to 55	Restrictive, where multilane is warranted. TWLTL may be utilized as conditions warrant.	Rural: 0.5 Mile Urban: 0.5 Mile/less	330 feet
4	Moderate speeds, moderate volumes, short trips serving intercity, intracity, intercommunity travel. Balance between land access and mobility. Used where level of development is more intensive and major land use changes less likely than on Class 3.	Urban: 30 to 35 Rural: 35 to 45	Non-restrictive	Rural: 0.5 Mile Urban: 0.5 Mile/less with signal progression analysis	250 feet
5	Low to moderate speeds, moderate to high volumes, primarily short trips service intracity and intracommunity travel. Service of land access dominant function.	25 to 35	Non-restrictive	0.25 Mile/less with signal progression analysis	125 feet

The PRTPO area has relatively few Class 1 roads. That is, high speed, high volume roadways, which carry long trips serving interstate, interregional, and intercity travel. SR 3/SR 16 from Gorst to SR 304 is an example of a Class 1 roadway. As state highways are upgraded to four-lane status there may be an increasing need to upgrade the corresponding access management category of the highway. The PRTPO area does have many Class 2 roads that serves intercity travel, but these roads tend to be more oriented toward medium to high speeds and volumes rather than strictly high speeds and high volumes. These Class 2 roads also have the additional function of serving intracity travel. Most of US 101 is an example of a Class 2 roadway. At specific locations, such as through Port Angeles, US 101 becomes a Class 3 or 4 roadway. The PRTPO area has few class 3 and 4 roadways. These range from SR 102 in Mason County to SR 104 in Kitsap County. But Class 5 roadways appear to be the least common type. Class 5 roads occur for a short distance in Winslow.

Access Connection Types

RCW 47.50 regulates the highway access management through the development of an access management program, *"which coordinates land use planning decisions by local governments and investments in the state highway system, will serve to control the proliferation of connections and other access approaches to and from the state highway system"*. Connections mean means approaches, driveways, turnouts, or other means of providing for the right of access to or from controlled access facilities on the state highway system.

The RCW regulates vehicular access and connections permits. Permits are necessary when limited access rights have not been acquired but the owner of the property has a right to reasonable access. Reasonable access can be provided by another public road – the owner of the property does not have a right to a particular means of access. The legislation clearly states, *"All new connections including alterations and improvement to existing connections to state highways shall require a connection permit"*. Permitting of connections is accomplished through permitting authorites which consist of WSDOT for connections in unicorporated areas or cities or towns within incorporated areas which are authorized to regulate access to state highways.

RCW 47.50 allowed cities and towns to adopt standards for access permitting on streets designated as state highways which meet or exceed WSDOT standards, and are not inconsistent with standards adopted by WSDOT. Cities and towns, that are permitting authorities, were given until July 1, 1993,to adopt their own standards. Those permitting authorities which did not adopt their own permitting standards WAC 468-51 and WAC 468-52 provides the default standard for access permitting.

WAC 468.51 focuses on the administrative process for access management as established by the WSDOT for controlled access facilities under the jurisdiction of the WSDOT. This WAC defines when connection permits are required to the state route system and describes

the permit process used to obtain permits when necessary. It defines four different types of connections. The type of connection differs from the type of road, which is discussed in the following section (468-51-040). The connection type is a description of the scale and geometric of an intersection or driveway. The type of roadway facility more relates to functional classification. The four connection categories are listed below.

Category I – Minimum Connection
Category II – Minor Connection
Category III – Major Connection
Category IV – Temporary Connection

Category I – Minimum Connection is defined as providing connection to a state highway for up to 10 single family residences, where Average Weekday Vehicle Traffic (AWDVT) is 100 or less. Connections to agriculture and forest lands, including field entrances are included under Category I.

Category II – Minor Connection provides connection to traffic generators of 1,500 AWDVT or less, but are not included in Category I.

Category III – Major Connection provides connection for high traffic generators with AWDVT over 1,500.

Category IV – Temporary Connection is a specialized permit providing access for specified uses, which may include logging, temporary construction, and temporary emergency access. Other uses can be included as described within the permit. The state "reserves the right to remove any temporary connection at its sole discretion". Figure 1 graphically depicts the differences between Class III and Class IV.

Within the four categories, connections can be further designated as one of the following:

Conforming Connection
Nonconforming Connection
Variance Connection

Nonconforming Connection is applied to Categories I through IV after the state has determined "a conforming connection cannot be made and denial of the connection would leave the property without reasonable means of access".

The Access Management Administrative Process Legislation also describes corner clearance requirements and the application process and requirements. The application process and requirements section lays out the steps which must be taken to request a connection, as well as recommended or encouraged additional steps. As a minimum the connection request must include the following information, which is fully detailed in the

legislation: Road Information; Property Information; Connection Location Information; Connection Design Information; and Joint Driveway Use.

Access Management Relation to the Regional Vision

Access management is an important tool for achieving local land use plans and the regional land use concept. In general, limiting access to a regional highway or road will support maintaining adjacent land uses. For this reason, the PRTPO recommends that WSDOT designate:

- Regionally Significant Highways as either Limited Access Highways or as Class 1, or 2,
- Roads in rural areas as either Limited Access Highways or as Class 1, 2, or 3 highways,
- Regional highways and roads in urban areas as Limited Access Highways or Class 3, 4 or 5

The four counties have finalized the designation of urban and rural areas and review/revision of the access classification should be undertaken to ensure that access management matches the adopted land use categories. Some urban areas, such as Bremerton, where state routes serve multiple uses, should consider developing access management plans unique to their specific situation. The following highways may need to be reviewed:

- US 101 within the area of the Quilcene Community
- US 101 within the area of the Lilliwaup Community
- US 101 within the area of the Hoodsport Community US 101 between the western Carlsborg
- UGA boundary and the eastern Port Angeles UGA boundary
- SR 104 within the area of the Port Gamble Community
- SR 300 from Belfair State Park to Junction with SR 3
- SR 19 in Jefferson County
- SR 20 in Jefferson County

SUMMARY

This chapter discusses three main topics: the Regional Land Use Concept, Assessment of Development Practices, and Access Management.

This chapter discusses three main topics: the Regional Land Use Concept, Assessment of Development Practices, and Access Management. The Regional Land Use Plan is a picture of the regional land development patterns in the area; a response to the requirements of the Growth Management Act; and is intended to reflect a general pattern of land use classifications and to create a regional land use context for transportation decisions in the Kitsap and Olympic Peninsulas.

The second section of this chapter provides an assessment of development trends in the PRTPO area; thereby, meeting the state Regional Transportation Planning Organization requirements (RCW 47.80.020). For the PRTPO area, land use and development patterns are in transition, shifting from traditional single industry dominated economies to more diverse economic opportunity and employment. The regional transportation infrastructure provides economic opportunties, essential jobs, and access to services. At the same time, this region values the area's scenic characteristc and quality of life. Changes in the social and economic conditions impact the transportation system requiring the efficient preservation of the existing system. Conflicts between land uses developing in the vicinity of regionally significant transportation corridors are discussed. Additional studies of the impacts of these development patterns are recommended. Changes to development patterns or means of access to the highway along regionally significant highways may be needed to ensure adequate mobility and overall health of the economy is maintained.

The third and final section of this chapter focuses on Access Management. Washington State has established access management requirements for interstates, highways, and principal and minor arterials. These requirements and the applicable routes are described. The description provides an overview to plan for appropriate transportation improvements along the various routes in the region. The need to re-evaluate the access management classification categories of regionally significant highways in light of adopted comprehensive plans and increasing development pressures near state highways is identified for further study. Improvements to WSDOT enforcement of the existing access management program is recommended along with encouraging WSDOT to seek additional state funding for improving access control to state highways. Local agencies are encouraged to work closely with WSDOT to ensure that the mobility of state highways in not compromised by new developments. Changes to land use patterns allowed near state highways may be examined in the future to ensure mobility and overall economic health of the four county area is maintained.